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FM USMISSION NATO

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SECDEF WASHDC

INFO USDEL MBFR VIENNA

USNMR SHAPE

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S E C R E T SECTION 1 OF 3 USNATO 3385

E.O. 11652: GDS

TAGS: PARM NATO

SUBJECT: MBFR: SUB GROUP ON TACTICAL AIR (SGTA) FINAL REPORT

REF: A. USNATO 1816 DTG 031640Z APR 75

B. STATE 080147

C. USNATO 2028 DTG 141148Z APR 75

1. THERE FOLLOWS TEXT OF COVERING NOTE FOR SGTA REPORT,
AC/276-WP(75)10 (REVISED) WHICH MBFR STAFF GROUP HAS DRAFTED
FOR CONSIDERATION OF WORKING GROUP. DRAFT COVERING NOTE FOLLOWS
THRUST OF ORIGINAL MBFR STAFF GROUP COMMENT CONCERNING SGRA
SGTA REPORT (REF A), FINDING THAT REPORT IS NOT DIRECTLY
RELEVANT TO THE CURRENT ALLIED MBFR NEGOTIATING POSITION
AND THERE IS THUS NO MBFR REQUIREMENT TO UP DATE THE STUDY.
COVERING NOTE DOES POINT OUT THAT THE SGTA REPORT MAY BE RELEVANT
IN OTHER, NON MBFR CONTEXTS AND COMMENDS IT TO ATTENTION OF NATO
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MILITARY AUTHORITIES FOR USE IN FUTURE STUDIES ON TACTICAL
AIR CAPABILITY. WE INTEND AT NEXT WG SESSION TO PROPOSE
ADDITIONAL SENTENCE TO SUB PARA (15(D) OF WG COVERING NOTE TO
READ: " THE DEFENSE REVIEW COMMITTEE MIGHT ALSO WISH TO CONSIDER THE

SGTA REPORT WITH REGARD TO ITS IMPLICATIONS FOR DEFENSE FORCE PLANNING."

2. ACTION REQUESTED: UNLESS ADVISED OTHERWISE, WE PLAN TO APPORVE DRAFT WG COVERING NOTE WITH ABOVE PROPOSED AMENDMENT AT NEXT SESSION OF WG SCHEDULED FOR JULY 1.

3. TEXT FOLLOWS:

WORKING PAPER
AC/276-WP(75)10(REVISED)

MUTUAL AND BALANCED FORCE REDUCTIONS WORKING GROUP
DRAFT REPORT ON CONSIDERATIONS OF MUTUAL REDUCTIONS IN TACTICAL AIRCRAFT

THE MBFR WORKING GROUP HAS CONSIDERED A REPORT (1) BY THE SUB GROUP ON TACTICAL AIR, ON " CONSIERATIONS OF MUTUAL REDUCTIONS IN TACTICAL AIRCRAFT" (SGTA REPORT) PUBLISHED ON 19TH DECEMBER, 1974. THE SUB GROUP ON TACTICAL AIR WORKED IN CLOSE COOPERATION WITH THE UKS DEFENCE OPERATIONAL ANALYSIS ESTABLISHMENT, WHICH, ON THE BASIS OF ASSUMPTIONS AND SCENARIOS AGREED BY THE SGTA, CARRIED OUT THE COMPUTER ASSISTED, WAR GAMED ANALYSIS.

BACKGROUND TO THE STUDY

2. THE STUDY WAS INITIATED BY THE MBFR WORKING GROUP ON 22ND OCTOBER, 1971, TO EXAMINE THE FEASIBILITY AND IMPLICATIONS OF REDUCTIONS IN TACTICAL AIRCRAFT, AGAINST THE POSSIBILITY, ENVISAGED IN MINISTERIAL GUIDANCE (2), THAT SUCH REDUCTIONS MIGHT BE CONSIDERED IN MBFR EXPLORATIONS.

3. THE STUDY IS BASED ON NATO AND WP AIRCRAFT HOLDINGS IN THE NGA AND AN EXPANDED AREA(3) AS OF END 1972. COMPUTER SIMULATION (WAR GAMING) TECHNIQUES WERE USED TO ASSIST IN GAINING INSIGHTS INTO A PRE- REDUCTION AIR SITUATION IN THE CENTRAL REGION AS A BASIS FOR ASSESSING THE EFFECTS OF
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HYPOTHETICAL REDUCTIONS. NUCLEAR ASPECTS HAD TO BE EXCLUDED AND NO ACCOUNT WAS TAKEN OF ANY GROUND SCENARIO AND THE INTERACTIONS OF THE AIR AND GROUND BATTLE.

(1) AC/276-WP(74)15

(2) C-M(71)49(FINAL)

(3) UNITED KINGDOM AND THE THREE SOVIET WESTERN MILITARY DISTRICTS. FRANCE IS INCLUDED AS FAR AS THE EMPLOYMENT OF REFNCH TACTICAL AIRCRAFT IS CONCERNED.

4. THE RESULTS CANNOT BE SPECIFIC AS TO THE EFFECTS

OF REDUCTIONS, BUT DO PROVIDE INSIGHTS INTO THE FACTORS INVOLVED, AND SUGGEST TRENDS THAT MAY BE EXPECTED TO RESULT FROM SUCH REDUCTIONS. THE STUDY EMPHASISES THAT ITS OUTCOME IS STRICTLY CONCERNED WITH ASSESSING COMPARATIVE EFFECTS ON MUTUAL REDUCTIONS IN TACTICAL AIRCRAFT AND POINTS OUT THAT THE REPORT MUST NOT BE TAKEN TO REPRESENT WITHER THE OPTIMUM EMPLOYMENT OF TACTICAL AIR POWER OR THE DURATIONAND THE OUTCOME OF AN AIR WAR IN CENTRAL EUROPE.

EXAMINATION OF THE SGTA REPORT

5. THE WORKING GROUP HAVE CONSIDERED:

A. THE RELEVANCE OF THE REPORT TO THE PRESENT ALLIED NEGOTIATING POSITION; AND

B. THE DESIRABILITY AND PRACTICABILTIY OF UPDATING THE STUDY TO TAKE ACCOUNT OF THE CHANGED SITUATION AT, SAY 1977/78 AND/OR TO INTRODUCE A GROUND SCENARIO TO TAKE ACCOUNT OF THE INTERACTIONS OF THE AIR AND THE GROUND BATTLE.

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REFEVANCE OF THE REPORT(1) TO THE PRESENT ALLIED NEGOTIATING POSITIONS (2)

6. ON 16TH COTOBER, 1973, THE NORTH ATLANTIC COUNCIL AGREED A REPORT (2) ON THE ALLIANCE APPROACH TO NEGOTIATIONS ON MBFR. THE GUIDELINES IN THAT REPORT, WHILE STRESSING THE ALLIED OBJECTIVE OF APPROXIMATE PARITY IN NATO AND WP GROUND FORCES IN THE AREA OF REDUCTIONS, DO NOT SPECIFICALLY LIMIT REDUCTIONS TO GROUND FORCES.

HOWEVER, THE ALLIED FRAMEWORK PROPOSAL (3), APPROVED ON 21 NOVEMBER, 1973, PROPOSES THAT REDUCTIONS BE MADE ONLY IN THE GROUND FORCES OF THE TWO SIDES IN CENTRAL EUROPE. THAT PROPOSAL REMAINS THE BASIS OF THE CURRENT ALLIED NEGOTIATING POSITION. THE ONLY MODIFICATION INVOLVING AIR FORCES IS CONTAINED IN AN ALLIED SUGGESTION (4) THAT, IN ORDER TO AVOID POSSIBLE CIRCUMVENTION, A MUTUAL NON-INCREASE COMMITMENT ON AIR FORCE MANPOWER IN THE AREA OF REDUCTIONS SHOULD BE CONSIDERED, AS A COMPLEMENT TO THE MUTUAL NON-INCREASE COMMITMENT ON GROUND FORCE MANPOWER.

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7. THE CURRENT ALLIED REDUCTION PROPOSALS THEREFORE ENVISAGE NO REDUCTIONS IN AIRCRAFT, AND NO REDUCTIONS OF AIR MANPOWER WHICH COULD INVOLVE REDUCTIONS OF AIRCRAFT. THE STUDY(1) ON CONSIDERATIONS OF MUTUAL REDUCTIONS IN TACTICAL AIRCRAFT, ON THE OTHER HAND, EXAMINES ONLY AIRCRAFT REDUCTIONS AT HYPOTHETICAL SCALES. THERE IS NO DIRECT RELATIONSHIP BETWEEN THE TWO APPROACHES.

RELEVANCE OF THE SGTA STUDY TO WP PROPOSALS

8. IN NOVEMBER 1973, THE WARSAW PACT PROPOSED MUTUAL REDUCTIONS INVOLVING AIRCRAFT. THE SGTA STUDY, AT THAT TIME INCOMPLETE, PROVIDED MOST USEFUL MATERIAL FOR ASSESSMENTS (5) OF THE LIKELY EFFECTS OF THE WP PROPOSALS.

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- (1) AC/276-WP(74)-5
 - (2) C-M(73)83(FINAL)
 - (E) PO/73/154(NAC 2948 1973 NOVEMBER 220945Z)
 - (4) C-M(74)83
 - (5) DETAILED COMMENTS TO BE FOUND IN THE ENCLOSURES TO IMSM-11-74, 16TH JANUARY, 1974

THE DESIRABILITY AND PRACTICABILITY OF UPDATING THE SGTA STUDY

9. THE NORTH ATLANTIC COUNCIL GUIDELINES(1) ON THE APPROACH TO MBFR DO NOT RULE OUT CONSIDERATION, AT SOME FUTURE DATE, OF POSSIBLE AIRCRAFT REDUCTIONS. AS ENVISAGED BY THE COUNCIL IN 1971(1) "A SUBSTANTIAL REDUCTION IN LAND FORCES WOULD PROBABLY....INVOLVE.....A REQUIREMENT TO REDUCE SOME AIR FORCES TO ENSURE NEGOTIABILITY OF A MILITARILY BALANCED PROPOSAL".

10. THE SGTA STUDY OF MUTUAL REDUCTIONS IN TACTICAL AIRCRAFT WAS DESIGNED SPECIFICALLY AS PRUDENT FORWARD PLANNING FOR, AND ASSESSMENT OF THE IMPLICATIONS OF, SUCH AIR REDUCTIONS. THE SGTA REPORT WOULD BE RELEVANT IF, LATER, THE ALLIES WERE TO CONTEMPLATE AIRCRAFT REDUCTIONS.

THE VALIDITY OF DATA BASE

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11. THE SGTA STUDY IS BASED ON AIRCRAFT HOLDINGS, FOR BOTH SIDES, AS AT END 1972. CHANGES HAVE OCCURRED IN AIRCRAFT TYPES AND NUMBERS OF WP AIRCRAFT: AND FURTHER CHANGES ARE PLANNED AND FORESEEN IN BOTH ALLIED AND PACT AIRCRAFT TYPES OVER THE NEXT FEW YEARS. THERE HAVE BEEN AND WILL BE CHANGES, ALSO IN AIR DEFENCE CAPABILITIES ON BOTH SIDES. IN THE CONTEXT OF THE SGTA STUDY, HOWEVER - I.E. THE ASSESSMENT OF THE EFFECTS OF AIRCRAFT REDUCTIONS AGAINST AGREED BASE CASES - THE INDICATIONS DERIVED FROM THE WAR-GAMED ANALYSIS ARE UNLIKELY TO BE SIGNIFICANTLY CHANGED BY THE CHANGES MENTIONED.

12. THE SGTA STUDY DID, HOWEVER, PROVIDE THE DATA ON AIR FORCES WITHIN THE NGA AND AN EXPANDED AREA FOR THE COMPARATIVE STUDY ON NATO/WP CONVENTIONAL FORCE CAPABILITIES NOW BEING CARRIED OUT BY THE MC SPECIAL STUDIES GROUP (SSG). THAT STUDY IS DESIGNED TO MEASURE CAPABILITY, WHEREAS THE SGTA STUDY WAS DESIGNED TO MEASURE THE EFFECTS OF REDUCTIONS. THAT SGTA STUDY COULD HAVE LIMITED RELEVANCE TO THE SSG'S WORK. IT HAS PRODUCED AS AN IMPORTANT EXAMPLE, THE CONCEPT, NOW GENERALLY ACCEPTED, THAT OPERATIONAL CAPABILITY SHOULD TAKE ACCOUNT OF AIRCRAFT WHICH, WHILE NOT PART OF ASSIGNED FOR EARMARKED DECLARED FORCES, ARE OPERATIONALLY AVAILABLE IN WAR. THE SGTA REPORT ALSO SYNTHESISES THE DISCUSSION OF TACTICAL AIR EXPERS ON OPERATIONAL DOCTRINES, TACTICS AND OTHER ELEMENTS OF A TACTICAL AIR WAR SCENARIO. THESE ELEMENTS WILL PROVE OF GREAT VALUE TO FUTURE CONSIDERATION OF TACTICAL AIR PROBLEMS AND ISSUES, INCLUDING THE SSG'S WORK IN THE TACTICAL AIR FIELD.

(1) C-M(73)83(FINAL)

(2) C-M(71)49(FINAL)

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13. IN SUM, WHILE THERE IS NO COMPELLING REASON TO UPDATE EITHER THE SGTA STUDY OR THE AIRCRAFT/SAM DATA BASE USED IN THE SGTA STUDY FOR MBFR PURPOSES, THERE MIGHT WELL BE A NEED TO UPDATE THAT DATA BASE FOR ONGOING STUDIES SUCH AS THE SSG'S STUDY ON COMPARATIVE CONVENTIONAL CAPABILITY. SUCH UPDATING OF THE DATA BASE WOULD, ADDITIONALLY, ADD CREDIBILITY AND SUBSTANCE TO FUTURE STUDIES.

CONSIDERATION OF THE REDUCTION MODELS EXAMINED IN THE REPORT

14. THE WORKING GROUP NOTED PARTICULARLY THAT THE MOST IMPORTANT FACTOR INFLUENCING NATO AIR FORCE CAPABILITIES IS THE STATE OF BUILD-UP AT D-DAY AND THEREAFTER. THIS EMPHASISES, FOR AIR FORCES, THE CRITICAL DEPENDENCE ON WARNING TIME. GIVEN SUFFICIENT TIME TO BRING AVAILABLE AIR FORCES TO BEAR BEFORE, OR THORTLY AFTER THE COMMENCEMENT OF HOSTILITIES, THE EFFECT OF REDUCTIONS IN THE EXISTING AIR FORCES IN THE NGA IS LESS

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SIGNIFICANT THAN FOR SCENARIOS WHICH POSTULATE A SHORTER PERIOD OF WARNING. IN THIS CONNECTION, IT IS NOTED THAT THE SPECTRUM OF STUDIES EXAMINED IN THE SGTA REPORT IS COMPATIBLE WITH THE ASSESSMENT OF LIKELY WARNING LAID DOWN IN MC 161. DETAILED DISCUSSION OF THE REDUCTION MODELS EXAMINED IN THE REPORT MIGHT BECOME NECESSARY IF AND WHEN THE ALLIANCE INITIATES CONSIDERATION OF TACTICAL AIRCRAFT REDUCTIONS.

FINDINGS

15. THE WORKING GROUP FINDS THAT:

(A) THE SGTA REPORT IS NOT DIRECTLY RELEVANT TO THE CURRENT ALLIED NEGOTIATING POSITION;

(B) THE SGTA REPORT MAY BECOME RELEVANT IN THE FUTURE DEPENDING ON DECISIONS BY NATIONS REGARDING AIR MANPOWER REDUCTIONS AND ON NATIONAL FINDINGS REGARDING THE EFFECTS OF POSSIBLE AIR MANPOWER REDUCTIONS ON AIRCRAFT;

(C) THERE IS NO REQUIREMENT IN THE MBFR CONTEXT TO UP-DATE

THE STUDY TO TAKE ACCOUNT OF CHANGES IN THE DATA BASE
(AIRCRAFT OR ANTI-AIRCRAFT DEFENCE SYSTEMS) SINCE
TNE 1972;

(D) THE DATA BASE DEVELOPED BY THE SGTA HAS BEEN USED IN
OTHER CONTEXTS, NOTABLY THE SSG STUDY ON COMPARATIVE
CONVENTIONAL FORCE CAPABILITIES. THE MILITARY AUTHORITIES
MAY WISH TO CONSIDER THE PERIODIC UP-DATING OF THE SGTA
DATA BASE (AIR AND ANTI-AIRCRAFT ORDERS OF BATTLE) AND
ITS MAINTENANCE IN A CURRENT AND CREDIBLE CONDITION FOR
USE IN FUTURE STUDIES OF TACTICAL AIR CAPABILITY.

16. THE WORKING GROUP WISH TO PLACE ON RECORD THEIR
HIGH APPRECIATION OF THE WORK DONE BY THE SUB-GROUP ON TACTICAL
AIR, AND BY THE UK DEFENCE OPERATIONAL ANALYSIS ESTABLISHMENT,
IN THE CONDUCT OF THIS STUDY. THE WORKING GROUP RECOGNISE THAT
THE STUDY REFLECTS A UNIQUE EXAMPLE OF ALLIED CO-OPERATION IN
COMPLETING A STUDY AND AN OPERATIONAL, WAR-GAMED ANALYSIS OF
SUCH COMPLEXITY.

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17. THE WORKING GROUP NOTE THE INDICATIONS, WHICH RUN
THROUGH THE REPORT, THAT THE STUDY HAS LED TO MUCH BETTER
GENERAL UNDERSTANDING, IN MANY ASPECTS, OF THE DIFFERENT
TACTICAL AIR CONCEPTS AND PROBLEMS OF INDIVIDUAL NATIONS.

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